

05 OCT 1973

MEMORANDUM FOR: Deputy Director of Logistics
THROUGH : Chief, Real Estate and Construction Division, OL
SUBJECT : General Overview - Factors of Consideration Involved
in the Undertaking of a Major Headquarters Area
Consolidation Building Program

1. The attached discussion paper which addresses the areas of potential Agency involvement and concern inherent in undertaking a major consolidation building program at the Headquarters site is submitted per your request. It has been developed as a general overview of such factors, and it is intended that further in-depth efforts are necessary to provide more specific and complete interpretation of these considerations.
2. For the purpose of completeness and as a basis for maximum benefit to be derived from discussions on this paper, a comprehensive background of previous Agency building planning efforts has also been included.

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Deputy Chief
Real Estate and Construction Division, OL

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DISCUSSION PAPER

INTRODUCTION:

In view of ongoing trends relative to the accelerated rate and increased scale of Federal office building construction, it has been suggested that the Agency undertake more aggressive action to implement the design and construction of additional facilities at the Headquarters site to house and consolidate Agency components located elsewhere in the Metropolitan Washington Area (MWA).

The various factors concerning such an undertaking involve large-scale planning and an analysis relative to a multitude of Agency activities, trends, and needs. This insight can best be understood, built upon, and put into proper perspective by examining where we have been, where we are, and where we may be going. From such a review, decisionmaking addressing consolidation planning can most effectively be influenced.

COMPREHENSIVE BACKGROUND:

Original efforts to consolidate all Agency components at the Langley site resulted in a project scope of work estimated to cost \$48,000,000. Congressional Committee hearing action authorized \$38,000,000 for a new CIA Headquarters facility and \$8,000,000 for the construction of the George Washington Memorial Parkway from the Rosslyn area to the Headquarters site. The \$10,000,000 reduction in project authorization resulted in the continued occupancy of a sizable amount of Agency space in the MWA. A Building Planning Staff (BPS) consisting of professional architects and engineers was established as a planning liaison vehicle to accomplish project programming, influence and control design, oversee and monitor construction, and manage building occupancy.

Several years after the occupancy of the Headquarters Building, the Printing Services Building was designed and constructed at the Headquarters site with funds remaining from the Headquarters Building project. In this general time period, NPIC was designed and constructed [redacted]

[redacted] Soon thereafter, all Agency components occupying space in temporary buildings and in certain dispersed leased space in the MWA were relocated to commercial leased space in Rosslyn (Ames, Key, and Magazine Buildings), [redacted] and Arlington (Chamber of Commerce Building). Planning, programming, construction monitoring, and management for these projects were accomplished through the Real Estate and Construction Division (RECD) project officer vehicle.

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In 1966 a special study group was created to develop an overview and posture relative to space needs in terms of quantity, quality, kind, location, influence of Agency growth and mission trends, and impact of the state-of-the-art of technology on future requirements. The special study group recommended the creation of a new BPS as a specific planning vehicle and the need for further and serious consideration for the design and construction of a "Special Purpose Technical Building" in which all existing and proposed technical functions could be consolidated at the Headquarters site.

The impact of the above recommendations, the continuing desire to consolidate the Agency at the Headquarters site, and the desire to justify early Agency claim to a significant portion of the anticipated excessing of the Bureau of Public Roads (BPR) property for this potential future consolidation resulted in the implementation of ad hoc interim planning efforts and finally the formal creation of a new BPS in 1969.

Initially, BPS was intended to develop a reservoir of planning expertise, data, knowledge of Agency organization and requirements, and an updated knowledge of the state-of-the-art of technology and planning techniques which could impact upon the definition of the Agency's future needs. The staff was intended to be called upon by senior management for instant response to apply the expertise derived from the above factors to further facilities consolidation planning and related land acquisition.

The highlights of BPS activity consisted of the creation of a centralized historical and updated planning data base, an interim partial consolidation plan involving either vertical and/or horizontal expansion of the Printing Services Building, implementation of a master plan conceptualizing and consolidation of MWA Agency functions other than NPIC and [redacted] on an expanded Headquarters site, and a series of studies concerning options for space allocations and moves in existing buildings to solve for ongoing space utilization problems.

Implementation of the new garage design and the factors impacting upon new and necessary design and construction procedural approvals for all new projects have placed additional planning consideration on both RECD and BPS. These considerations involve the approval of project design by the National Capital Planning Commission (NCPC) and Agency assurance through stringent procedures that a proposed facility is in conformance with the environmental standards of the Environmental Protection Agency (EPA) as specified by the National Environmental Policy Act of 1969. Such approvals by NCPC and EPA have required and involved an updated site master plan, NCPC hearings, in depth environmental impact descriptions and/or environmental statements for both garage design and master plan concept.

The preparation and submission of a master plan acceptable in concept to NCPC was a prerequisite in attaining NCPC approval for the garage design and construction. As a necessary expedient to attain the required NCPC

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approval of the garage design, the Agency master plan was significantly revised to acquiesce to the conceptual desires of the NCPC staff. Both garage design and master plan were eventually approved and garage construction is presently in process. The existing approved master plan is essentially a conceptually and esthetically desirable scheme but lacking in reality, practicality, and engineering judgment in areas modified to suit NCPC criteria for approval. Serious intentions to implement a total consolidation at Headquarters will require an in-depth review, analysis, and modification of the existing approved master plan to provide a more realistic and compatible architectural and engineering-based scheme with subsequent efforts to influence future NCPC approvals of such modifications.

The BPS charter is presently intact and organizationally BPS is a staff of the Real Estate and Construction Division although not presently staffed. Since the structure and charter exist, it can be reactivated through increased staffing according to the timing and priority needs of the Agency in anticipation of desires to create a planning vehicle for further decisionmaking relative to proposed consolidation.

FACTORS OF CONSIDERATION:

The areas of concern and consideration which the Agency must address in its desire to implement an aggressive consolidation building program involve both internally and externally controlled factors. Internal factors include the obvious human resources staffing, project definition through programming, in-house project approvals, quantification and justification of required project funding, and measuring of the impact of the advancing and updated state-of-the-art upon a definition of realistic future Agency needs. Externally controlled factors include funds authorization through Congressional Committee hearings, the review process for NCPC hearings and approval, the review process for EPA approvals, the impact of PL 92-313, and the miscellaneous regulatory acts pertaining to new Federal construction.

At this time a general insight into the above factors should be sufficient for an overview. Further in-depth efforts will be necessary to study the more specific content of such factors and their actual impact upon the Agency. A general discussion of these factors is as follows:

Staffing:

The establishment of a planning vehicle will, of course, involve increased staffing with professional architects, engineers, and various specialists in the fields of electronic data processing, management analysis, systems analysis, environmental engineering, and impacting Federal legislation.

Organizational Analysis:

The base reference point for definition of problems is the identification of the organization and the interaction of its related parts. Such an analysis includes recreating the existing organizational structure and relating it to the kinds and quantity of personnel, functions and missions performed, physical plant required to operate, quantity of space occupied, kind of space occupied, location of space, and functional relationships between components.

Systems Analysis:

The various existing operational systems supporting component functions in existing physical plants must be analysed as presently performed, as compared to other ongoing Agency supportive systems, and as compared to the present and anticipated state-of-the-art. The strengths and weaknesses of present systems applications can therefore be more realistically identified as a base for future planning and beneficial change.

General Project Programming:

The overviews and data derived from the above analyses will provide a quantifiable information base and accordingly allow predictive determinations relative to the development of a project organizational, space, and systems program on a general policy scale. The accomplishment of this general programming will result in a quantifiable concept which can be realistically examined, expanded, contracted, measured, and approved for implementation.

Project Quantification:

The estimating of project costs and the development of required funding will require interpretation of general programming requirements by professional technical expertise into project cost estimates indicating present day costs and anticipated yearly escalation costs for both short and long-range budgeting.

Project Justification:

The development of data pertaining to space, people, systems, and money programming provides a structure of conceptual resources upon which a project justification analysis can be derived. Such programming proposals will be the basis for the necessary in-house and external project justifications.

Agency Program Approvals:

Large scale efforts are required to attain internal Agency project program approvals. These actions range from project program orientations and briefings by Directorate, across Directorates, for the Management Committee, the Director and his staff, and along functional Agency component lines. Desired in-house approvals are necessary prior to addressing external actions.

External Project and Funding Reviews:

Agency participation and involvement in the Congressional Committee hearing process for project and funding reviews is a necessary procedural action to obtain ultimate project approvals. This effort involves a restatement of Agency requirements in terms of program, funding, Agency mission, personnel, for Congressional digestion, comment and challenge. Although the Director normally presents the Agency position and defends the proposed requirement, the efforts required to prepare the data and presentation for the Director's use is extensive.

Project Prospectus:

All proposed projects of this scale presented before Congressional Committee hearings for project approvals and funding authorizations require a Project Prospectus. A Project Prospectus is a document exhibiting the definitive project program, funding requirements, and evidence that other affected regulatory agencies of the Federal Government have been informed of the proposed project for comment and related approval input. The prospectus is prepared by the General Services Administration (GSA), the design and construction agent of the Federal Government. Agency efforts to orient, participate with, and input data to GSA requires extensive involvement and influence. Since GSA endorsement of the prospectus is essential, GSA participation in prospectus presentation to Congressional Committee normally occurs.

Design Funding Authorization:

This effort requires refinement and presentation of the Agency project program and the GSA project prospectus to Congressional Committee for design funding authorizations and project approval. Agency/GSA coordination and joint input are necessary in these hearings.

Construction Funding Authorization:

Upon authorization of design funding, coordination and mutual efforts by the Agency, GSA, and the Architect-Engineer (A&E) are required for the development of a project directive which is a more definitive descriptive document identifying project scope, proposed building treatments, materials building costs, architectural and engineering costs, supervision and inspection costs, and total project costs. On the basis of this preparation and presentation, the necessary construction funding authorization is obtained from the Congress.

Detailed Project Programming:

Detailed engineering and space programming of Agency design requirements will require the greatest degree of in-house effort to accomplish. Although GSA is the Agency design liaison agent, it is not staffed to perform such detailed programming requirements. As a result, the Agency performs this exacting, time-consuming task to protect our own interests, minimize our exposure, influence the project more effectively, and to use this product as a way of helping GSA and the A&E to help us. This programming effort results in the creation of a "space directive" which defines specific engineering requirements and relates them to equipment, space, room enclosures, people per room, and organizational structure to its lowest level. The space directive in this form is a formidable design instrument which is the basis for control of the major A&E formal design effort. It also continues to serve as a communications and reference medium between Agency liaison planning officers and the client component in updating and explaining needs during transition.

Project Design:

The sensitive nature of Agency operations requires the minimum of exposure of non-Agency personnel to our facilities and operations. For this reason, the intensive participation of an Agency planning group in the actual design with the A&E design firm is necessary. In its under-manned coordinating role, GSA allows the Agency, in its presence, to deal directly with the A&E in providing information to supplement the space directive, influence the design, and even accomplishment of portions of the design. It is through our efforts to extend ourselves that we help others to help us and thus achieve a facilities project which meets our needs. The effort is extremely time-consuming, but the returns to the Agency in terms of responsive design and construction is immeasurable.

Implications of Project Impact:

The impact of facilities design and construction projects upon the environmental and planning factors of a community has become a most significant area of consideration. It requires involvement and coordination between the Agency, local government, private sector, and agencies of the Federal Government in the attainment of prerequisite reviews and concurrences required as part of the specific project design and construction approval process.

Legislation implementing the National Capital Planning Commission and the Environmental Protection Agency (National Environmental Policy Act of 1969) have created regulatory agencies and procedures which are intended to review, evaluate, coordinate, approve, and monitor project development and implementation relative to their impact upon the environment and upon existing and proposed regional planning and economics.

In the preparation of project data and justification for original Congressional Committee review, the Agency must be prepared to report that NCPC, EPA, among other interested agencies, have been informed of our proposed project on a general scope and scale basis. Comment from such agencies could be requested by committee as part of their total general project review. Additional Agency presentations resulting from such external Agency input could be required for further committee review.

The charter of NCPC authorizes it to review, coordinate, and make recommendations for approval or disapproval of Federal facilities design and construction in the National Capital Region. Its area of jurisdiction is the National Capital Region and its reference or control instrument is the NCPC Comprehensive Plan for the development of the National Capital Region. As a regulatory overall planning arm of the Federal Government, NCPC has been established as a focal point through whose guidelines and offices all factors impacting upon project implementation are directed, screened, and redirected for coordination prior to and following NCPC project approvals.

Since the structure of NCPC is designed as a focal point for all input, it has issued guidelines which specifically define the review process prior to and for NCPC hearings. NCPC guidelines include analytical and reporting criteria for compliance with its Regional Comprehensive Plan; submission of environmental impact statements per the requirements of EPA; provision of evidence of Agency project compliance with Metropolitan Council of Governments (COG) housing, water, and sewage programs; compliance with regulatory procedures on housing of the Department of Housing and Urban Development and GSA; and various other regulatory acts requiring coordination and reporting.

The provisions of the National Environmental Policy Act of 1969 created EPA and the Council on Environmental Quality. According to this legislation, each Federal agency is responsible as lead agency to coordinate and devise procedures mutually acceptable to both CEQ and the Agency for future reporting of environmental impact statements or environmental descriptions to EPA on the impact or lack of impact of a proposed project on various aspects of the environment. These interagency procedures are in being. The preparations of such environmental statements or descriptions to EPA or through NCPC to EPA are a necessary and tedious responsibility of the Agency. NCPC and EPA guidelines require that such environmental statements or descriptions be submitted to specified clearing houses for public distribution as requested. Reviews by local and regional levels of government, private citizen groups, private citizens, and miscellaneous organizations can result in challenges to the Agency proposals and require meetings and public relations efforts to clarify, defend, and correct areas of concern. Documentation of differences and steps to overcome differences are required for submission to NCPC and EPA prior to the conduct of approval hearings.

Since the above process examines the impact of new facilities construction on population relocation, personnel residence location, traffic and air pollution, water and sewage, land use, ecological systems, and housing, extensive Agency research and analysis must be performed and defended in light of our desired approvals. Our position must also indicate the degree of adverse environmental effects, alternatives considered, relationship between short-term uses and long-term productivity, and a statement addressing the irreversible and irretrievable commitments of resources in the implementation of our program.

In addition to the above factors and in keeping with NCPC guidelines, our presently approved conceptual Master Plan of the Headquarters site must be submitted for additional approvals if, as we must, revise it to indicate a more realistic practical engineering scheme for maximum benefit to the Agency and the Government. As previously mentioned, the existing Master Plan is an approved conceptual scheme which served as an interim expedient measure to gain timely concurrences for the siting and approvals of the new Headquarters garage project. In view of previous Agency desires to avoid public disclosure of a building program which it had no intention of accomplishing in the foreseeable future, NCPC was willing to review and approve our Master Plan and garage design scheme in executive session. Revision to the Master Plan in consonance with a definite intent to enter a substantial building program at Headquarters will undoubtedly require both NCPC committee actions and formal NCPC public hearings.

National Capital Planning Commission Hearings:

Such formal public hearings are normally preceded by in-depth Agency/NCPC staff coordination and reviews of the total range of products emanating from project design, master plans, environmental planning and review conclusions, regional planning impacts, and compliance with miscellaneous regulatory legislation. Give and take at this level of analysis and discussion results in negotiation of an approval position acceptable to both participants. The resultant recommendation is submitted by the NCPC staff to the NCPC committee and to the Commission in formal public hearings on 2 consecutive days. Although the NCPC staff presents all the factors relative to the proposed programs to the Committee and the Commission, members of the Agency, GSA, and the A&E also participate in the presentation and response to questions and challenge from NCPC, private citizens, representatives of interested organizations, and the press as necessary. The attainment of such approvals fulfills the review and approval process required by law and allows for the completion of design and implementation of desired construction.

Completion of Design and Construction:

Continuation of Agency liaison, coordination, and monitoring efforts are required to influence the completion of design and construction, the implementation of final acceptance, and the management of building occupancy.

GENERAL COMMENT:

The preceding compilation of factors is considered a general overview of major considerations which the Agency should be aware of if it desires to enter into a large building program at Headquarters. There are obviously numerous other less major, but no less important, considerations which must also be addressed as part of such an effort. The intent of this paper is to provide a broad brush, first-glance understanding of Agency scale of involvement in such an undertaking. Detailed efforts to more specifically define and restate such required actions in a formidable work plan for action would require additional staffing of human resources for accomplishment.

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*Factors in undertaking factors
Consolidation Bldg Program*

ROUTING AND RECORD SHEET

SUBJECT: (Optional) General Overview - Factors of Consideration Involved in the Undertaking of a Major Headquarters Area Consolidation Building Program

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